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ABSTRACT

The purpose of this study of the Title VII (Bilingual Education) Fellowship Program was to verify the projected need for bilingual teacher trainers and to assess prior program effectiveness. A 6-item survey instrument was constructed and sent to project directors of 49 institutes of higher education (IHE) that had participated in the fellowship program since its inception in 1975. Replies were received from 44 IHEs. Among the findings it was noted that a significant number of students who did not receive Title VII funds were enrolled in bilingual teacher trainer programs. Most masters and doctoral students were classified as having their disciplinary concentration (major) in bilingual education, although the Office of Bilingual Education had taken the position that bilingual education is an interdisciplinary approach to special educational needs and not an academic discipline. Respondents estimated that 2,000 more bilingual teacher trainers were needed nation wide in the next three years (1979-1982). Funding of doctoral candidates for only 3 years appeared to be inadequate. Masters program graduates may have been more frequently employed as classroom teachers and not as bilingual teacher trainers. It was further noted that some program graduates were unemployed at the time the survey was taken. (Author/RH)

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THE TITLE VII (BILINGUAL EDUCATION) FELLOWSHIP PROGRAM: A PRELIMINARY REPORT

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INTRODUCTION

The Elementary and Secondary Education Act of 1965 was amended in 1968 by Public Law 90-247 to create Title VII--the Bilingual Education Act. The initial purpose of the Bilingual Education Act was to provide financial assistance to meet the special educational needs of children of limited-English-speaking ability (LESA).

In 1974, Congress expanded the scope of the Bilingual Education Act through Public Law 93-380. As a result of this new legislation, emphasis was placed on both pre-service and in-service training. Funds were allocated to increase the capacity of postsecondary institutions to train personnel to work in bilingual programs; for a national network of training, materials development, and dissemination and assessment centers; and for fellowship programs for bilingual teacher trainers.

Section 723(a)(2) of the Bilingual Education Act authorizes the Commissioner of Education "to award fellowships...for preparing individuals to train teachers for programs of bilingual education." These awards are made to full-time graduate students attending institutions of higher education whose programs

of study are approved by the Commissioner of Education.

BACKGROUND

The first Title VII fellowship programs were approved in 1975; fellows received funds for the first time during the 1975-1976 academic year. In 1975, programs of study were approved at 30 institutions of higher education (IHE's), and $3 million was awarded to 474 fellows. During the next few years, the Title VII fellowship program experienced a steady increase in both programs and funding, and educators began to show an increased interest in the program.

In 1978, the program had grown to such a point that 778 fellows were funded through 47 institutional programs. Table 1 shows the appropriations allocated and the number of fellowship recipients for each fiscal year from the program's outset until fiscal year 1978--the current academic year, 1978-1979.

TABLE 1

FELLOWSHIP APPROPRIATIONS AND RECIPIENTS

Fiscal Year	Appropriations (million $)	Number of Fellowships Awarded
1975	3	474
1976	4	708
1977	4	672
1978	5	778

This study resulted from the expressed desire by the management of the Office of Bilingual Education (OBE) to determine the

program's success in achieving its purpose of preparing trainers of bilingual education teachers. We found that the most efficient way of measuring the success of the program was to determine the number of students who had completed their studies and how successful the graduates of the program had been in obtaining employment as bilingual teacher trainers.

RELATED LITERATURE

The authors have found little written on the degree of success of the Title VII fellowship program; neither has much effort been made to assess the fellowship program on a national scale. There have been, however, several reports on the need for the fellowship program and many calls for improved information on bilingual education in general.

In its report on the Education Amendments of 1978 (Report No. 95-856), the Senate Committee on Human Resources noted a complete lack of response to its four-year-old mandate for a national assessment of bilingual education directions and need. The committee underscored its unmet need for documented statistics by saying, "the committee finds itself awaiting critical data, without which major shifts in program directions and allocation methods seen unwise."

The actual number of fellowships awarded has been reported yearly in the *Annual Reports* of the National Advisory Council on Bilingual Education (1975, 1976, 1977). However, the authors could find no assessment of the number of fellowship recipients actually *completing* their programs. Neither had any data been

collected on the number of teacher trainers needed for the United States as a whole. The only data reported were in piecemeal fashion in several final reports submitted by participating institutions at the end of their grant cycles.

In several of its internal memoranda and in the draft of the 1978 Report to Congress, OBE has cited 10,000 as the estimated total of bilingual teacher trainers needed in the United States. The bases for this estimate are the number of limited-English-speaking (LES) children (approximately 3.6 million) and the number of classroom teachers needed to instruct them (about 100,000).

As part of its special objectives for 1977-1978, the Post-secondary Division of OBE presented a plan to evaluate the fellowship program, including all universities that had participated in the program for at least one year. The plan was then disseminated to all Title VII grantees. The purpose of the evaluation of the fellowship program was to verify the accuracy of the estimated needs for bilingual teacher trainers and to determine the extent to which the program had been successful in meeting those needs. The academic year 1977-1978 was an appropriate time to conduct this study since at the end of the year, the program would have been in operation for three full academic years. It was believed that several doctoral students who had received funds for the three years (1975-1976, 1976-1977, and 1977-1978) would have received their degrees or be very close to receiving them at that point. Any study prior to the end of academic year 1977-1978 would have been premature. (This could have accounted for the lack of interest in conducting an evaluation of the fellow-

ship programs up to that point.)

PROCEDURE

Survey Instrument

It was decided by OBE to conduct the study in cooperation with one of the larger doctoral fellowship programs. Dr. Henry T. Trueba of the University of Illinois agreed to assist OBE, and several doctoral students were asked to play an active role in the project.

The first task was to develop an appropriate survey instrument. Both OBE and the University of Illinois worked on this activity in the fall of 1977. The instrument was field tested at eight IHE's during the winter of 1977-1978.

The final survey instrument was prepared by staff at the University of Illinois and the Office of Bilingual Education. This instrument consisted of six questions, which addressed the following areas:

1. The total number of students in the programs.
2. The disciplinary concentrations of the students in the programs.
3. The number of students who dropped out of the programs.
4. The current employment status of the graduates.
5. An estimate of the number of teacher trainers needed in the region served by the programs.
6. Significant achievements of the graduates of the programs.

The survey instrument was sent to project directors of 49 IHE's that had participated in the fellowship program since its inception in 1975. The response rate was very high--44 institu-

tions, or 90 percent. Of the five non-respondents, only two were universities that had participated in the past. Three of the non-respondents were new programs, that is, universities that were to receive fellowships for the first time in 1978-1979 with fiscal year 1978 funds. Thus, a more meaningful response rate was 44/46, or 95 percent of those universities that had previously participated.

Data Collection

The data from the 44 completed survey instruments were gathered and tabulated in July and August, 1978 by the University of Illinois. Data for each of the six questions were summarized by university, region, and the nation as a whole. A summary report was prepared in September, 1978 and significant findings were presented at a workshop during the second annual Bilingual Education Management Institute held in Washington, D.C. on October 4, 1978.

FINDINGS AND CONCLUSIONS

Total Students Enrolled

For fiscal years 1975 through 1977, corresponding to academic years 1975-1976, 1976-1977, and 1977-1978, a total of 1,675 students were reported to have enrolled as Title VII fellowship recipients. Students who were in the same programs for bilingual teacher trainers but did not receive Title VII fellowships amounted to 1,194. These figures include both masters and doctoral students.

Table 2 summarizes the enrollment data for both Title VII and "other" students and compares these data to the number of "actual" fellowship awards granted by the Office of Bilingual Education.

TABLE 2

ENROLLMENT DATA

Fiscal Year	Title VII Students (Actual)	Title VII Students (Reported)	Other Students (Reported)
1975	474	408	205
1976	708	611	349
1977	672	656	640
Total	1,854	1,675	1,194

The differences in the number of actual awards made by OBE and the number of students reported to be enrolled can be accounted for by: (1) dropouts (39 Title VII masters students and 38 Title VII doctoral students between 1975 and 1978); (2) duplicate counting of continuation students (the "actual" awards column counts a doctoral student each year, while the "reported" column may count a student only once); and (3) the two universities that previously participated in the fellowship program but did not respond to the survey.

The survey results indicate a significant number of students (1,194) enrolled in the bilingual teacher trainer programs who do not receive Title VII funds. However, most of these "other" students are at the masters level (959), rather than at the doc-

toral level (235). These figures indicate that the bilingual teacher trainers programs are reasonably well institutionalized, judging by the high number of students (over 1,000) who attend the programs without Title VII support. The figures also show that there is less support available for doctoral students in bilingual education outside of Title VII assistance.

In Region IX (San Francisco), there were more masters students in one of the "other" support categories than in the Title VII category. There were 283 "other" masters students in Region IX and only 218 "reported" Title VII students in the same three-year period from 1975-1978. In this region, over the same period of time, the category for doctoral students had 176 students enrolled under Title VII and only 41 under "other" support. This points out the small probability of other support for doctoral students and thus the need for OBE to continue to strongly support doctoral students in this field.

The total students enrolled in the program are distributed throughout each of ten HEW regions. However, three regions (Region VI--Dallas with 466 students, Region IX--San Francisco with 394 students, and Region II--New York with 343 students) had received a higher proportion of Title VII students in both masters and doctoral categories for the three years included in the survey. These three regions also have the most persons of limited English proficiency (National Center for Education Statistics, 1978).

Disciplinary Concentrations

Most of the masters students (492) were classified as having their disciplinary concentration in bilingual education. Other significant concentrations for masters students were elementary education (95), teacher training (44), administration (25), English-as-a-second-language (18), and counseling (18). For 43 masters students there was no concentration given.

It is appropriate to indicate at this time that there is quite a lot of controversy in the field of bilingual education surrounding the establishment of "bilingual education" as a disciplinary concentration *per se*. The prevalent thinking of OBE is that bilingual education is *not* a discipline, but an interdisciplinary *approach* to special educational needs. As such, it should not be categorized in postsecondary institutions as a discipline or major. The current belief of OBE is that bilingual education is more appropriately considered an emphasis or interdisciplinary program that is then combined with a major in a more traditional field of education. This policy would appear to be at odds with a major portion of the masters degree programs. Also, there was some difficulty in responding to this question; only one answer was possible. This caused some problems for those who would have preferred to count *all* students as belonging to bilingual education (which, of course, is obvious), but giving another disciplinary concentration for each student.

The case of the doctoral students was similar, in that the largest number were counted in bilingual education (87), but the

relative proportions were less weighted, not as dramatically in favor of the field of bilingual education. Other disciplines had significant numbers of doctoral students: reading (49), administration (48), curriculum (47), and research (36). In addition, it should be noted that the disciplinary concentration was not given for 87 doctoral and 43 masters students.

Dropouts

Of the 1,675 Title VII students reported enrolled between September, 1975 and August, 1978, project directors reported 39 masters and 38 doctoral students as having dropped out of their programs. The number is more significant for the masters students, since there were proportionately more doctoral fellowships than masters fellowships awarded each year. Table 3 indicates the numbers of Title VII masters and doctoral students awarded and the ideal number of graduates desired per degree category for each year, assuming there would be no dropouts.

TABLE 3

FELLOWSHIPS AWARDED AND DEGREES DESIRED

Fellowships Awarded			Degrees Desired*	
Fiscal Year	Masters	Doctoral	Masters	Doctoral**
1975	158	316	158	--
1976	236	472	236	--
1977	200	472	200	316
Totals	594	1,260	594	316

*Assumes no dropouts.

**It takes at least three years to complete a doctoral program.

The following section will deal more thoroughly with the question of the number of graduates, but it is necessary to mention that not all fellowships awarded are accounted for by comparing the categories of students reported enrolled (Table 2), degrees desired and dropouts (Table 3), and actual degree recipients (Table 4).

One interesting result of the survey question regarding dropouts was that 18 doctoral students were reported to have dropped out of only one institution in Region VI. With the exception of this institution, only 20 other doctoral students have dropped out of all institutions participating in the Title VII fellowship program. After contacting this institution, it was concluded that the problem with students not completing the program was not as serious as the survey indicated; the report was made erroneously.

Employment Status of Graduates

The survey responses show that 442 masters students graduated with Title VII funds between 1975 and 1978. This is a significant number, but it is far short of the 594 masters degrees desired if one were to assume no dropouts (see Table 3). Of these 442 graduates reported by the survey, 274 have found employment in local educational agencies (LEA's), 22 are with State educational agencies (SEA's), 42 were in other employment, 7 were doctoral students, 19 were unknown, and 35 were unemployed at the time of the survey. Only 43 Title VII masters graduates were reported employed by IHE's. Thus, it can be seen that the majority of

masters graduates have found employment in LEA's.

TABLE 4

ACTUAL FELLOWSHIP DEGREES GRANTED: 1975-1978

Total Title VII Funded		Total "Other" Support	
Masters	Doctoral	Masters	Doctoral
442	82	368	14

Up to 316 doctoral degrees were expected from Title VII funds between 1975-1978, again, assuming no dropouts (see Table 3). The actual number reported by respondents to the survey was 82. Of the 82 respondents, 33, a slight majority, were reported to be working for IHE's; 24 were employed by LEA's; 12 are with SEA's; 2 found other employment; 5 are post doctoral students; and 2 were unemployed at the time of the survey. The number of unemployed masters graduates was significantly higher than the number of unemployed doctoral graduates. This indicates less demand for the masters graduates or a possibility that the doctoral graduates are more mobile. Another interesting finding is the relatively small number of doctoral graduates in the three years of funding between September, 1975 and August, 1978. The reason could be that it is overly optimistic to expect students entering the doctoral program with a masters degree to complete the programs in three years. It is also likely to be due to the special requirements of the programs, that is, the interdisciplinary approach, the field work required, and the extra course work required by many programs. On the other hand, it could be argued that many

more doctoral students than the 82 respondents reported to have received their degrees were actually very *close* to completing their studies at the time the survey was made. A follow-up study, planned for Summer, 1979, will focus on these students.

Future Needs for Teacher Trainers

A question on the survey asked for estimates on the number of bilingual teacher trainers that the respondent felt would be needed in the geographic area served by the respondent's institution. Almost half of those who returned the survey did not give a specific estimate. Those who did provide an estimate said that a total of 2,000 more bilingual teacher trainers were needed nation-wide in the next three years. The Office of Bilingual Education has estimated that up to 10,000 teacher trainers would be needed nation-wide in the next five years. It would appear that OBE's estimate is considerably higher than that given by project directors in the field.

Noteworthy Achievements of the Fellows

The range of responses to the achievement of fellows was very wide. There were, however, significant contributions reported to have been made by the fellows in the areas of consulting, research, conference participation, and teacher training workshops.

SUMMARY

Based on the survey data, which must be considered incomplete at this time, the Title VII Fellowship Program would appear to have met its objectives only to a small extent. The small number of

graduates reported is disappointing. It does seem clear, however, that three years is insufficient time for most students to complete a doctoral program in bilingual education. Perhaps OBE should re-evaluate its past position which recommended a maximum of three years funding for doctoral fellows.

As mentioned above, the success of the program's graduates in securing meaningful employment in the field of bilingual education teacher training was the primary variable to be measured in ascertaining the program's relative success or failure. Again, based on the relatively small number of graduates, there was insufficient data to make a conclusive statement about the success or failure of this program. It is anticipated that the follow-up to this study will provide data on additional numbers of graduates.

For the moment, it appears clear that OBE and the Congress need to give additional support and attention to doctoral students because of the obvious inability of these students to obtain financial support outside of Title VII fellowship assistance. Also, these students will need extra support if a fourth year of studies is necessary.

There needs to be more attention given to the employment of masters graduates. If most of these graduates find employment in LEA's, it is unlikely that more than a few of these individuals are employed either as trainers of other bilingual education personnel or in leadership positions. If this is the case, then certainly these graduates have not met the intent of the legislation establishing the fellowship program as a program to edu-

cate teacher trainers. Most of the masters graduates appear to have returned to LEA's as classroom teachers.

One final note concerns the fact that 35 masters graduates and 2 doctoral graduates were found unemployed at the time the survey was taken. Reports such as these threaten the continued funding of this program. If there were even one graduate of this program who desired work and could not find it, there would be serious questions raised about both the program's need and its effectiveness.

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